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INTERCULTURAL DEVELOPMENT OF EUROPEAN CITIES: EDUCATIONAL AND FINANCIAL AND ECONOMIC CHALLENGES

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ІНТЕРКУЛЬТУРНИЙ РОЗВИТОК ЄВРОПЕЙСЬКИХ МІСТ: ОСВІТНІ ТА ФІНАНСОВО-ЕКОНОМІЧНІ ВИКЛИКИ

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ИНТЕРКУЛЬТУРНОЕ РАЗВИТИЕ ЕВРОПЕЙСКИХ ГОРОДОВ: ОБРАЗОВАТЕЛЬНЫЕ И ФИНАНСОВО-ЭКОНОМИЧЕСКИЕ ВЫЗОВЫ

The article studies how European cities solving the problems of migration, refugees and internally displaced people, have coordinated the development vector towards interculturalism. The Intercultural Urban Development Program has become a leading initiative of the Council of Europe. The article deals with the concept of the intercultural city. The main prerequisites for cities to be included in the network of intercultural cities are identified. This work studies the Intercultural Index as a comparative analysis tool. The main preconditions regarding the cities inclusion to the intercultural cities network are defined. The geographical distribution of the intercultural cities network is investigated. The functions of two Ukrainian cities are evaluated, using the intercultural lens toolkit, and the priorities of their intercultural strategies are determined. The interconnection between the educational and economic component of urban intercultural development is presented.

Keywords: interculturalism; Index of Intercultural level; territorial community; education; social and economic development of the city.

У статті досліджено, як європейські міста, вирішуючи проблеми міграції, біженців та вимушених переселенців, скоординували вектор свого розвитку в напрямку інтернаціональності. Програма Інтернаціонального розвитку міст Ради Європи спрямована на вивчення потенціалу інтернаціонального підходу до інтеграції громади з культурно різноманітним населенням. У статті досліджено зміст поняття інтернаціональне місто. Розглянуто інтернаціональний індекс як інструмент порівняльного аналізу. Визначено основні передумови входження міст до мережі інтернаціональних міст. Досліджено географічне поширення мережі інтернаціональних міст, передусім у країнах, де проблема етнокультурного розмаїття стоїть особливо гостро. На прикладі двох міст України представлено, як проводиться оцінювання функцій міст, використовуючи інструментарій інтернаціональних лінз та як визначаються пріоритети інтернаціональних стратегій. Представлено обґрунтування взаємозв'язу освітньої та економічної складової інтернаціонального розвитку міст.

Ключові слова: інтернаціональність; індекс інтернаціональності; територіальна громада; освіта; соціально-економічний розвиток міста.

В статье исследовано, как европейские города, решая проблемы миграции, беженцев и вынужденных переселенцев, скоординировали вектор развития в направлении интернациональности. Программа интернационального развития городов Совета Европы направлена на изучение потенциала интернационального подхода к интеграции общества с культурно разнообразным населением. В статье исследовано понятие интернациональный город. Рассмотрен интернациональный индекс, как инструмент сравнительного анализа. Определены основные предпосылки вхождения в сеть интернациональных городов. Исследовано географическое распространение сети интернациональных городов, прежде всего в странах, где остро стоит проблема этнокультурного разнообразия. На примере двух городов Украины представлено, как проводится оценка функций городов, используя инструментарий интернациональных линз и как определяются приоритеты интернациональных стратегий. Обоснованы взаимосвязи образовательной и экономической составляющей интернационального развития городов.

Ключевые слова: интернациональность; индекс интернациональности; территориальная община; образование; социально-экономическое развитие города.

JEL Classification: R23

Problem settings. A characteristic trend of modern human development is the rapid pace of political, economic and cultural integration. In order to provide the sustainable development of countries in the globalized world, the tendency of ensuring the sustainable development vector below, from a specific territorial unit to a national level, becomes a particular priority. Increasing attention is being paid to solve the most pressing problems of development at the local level and at the community level in the most effective way. Since the second half of the twentieth century, the issue of internal and external migration and refugees has been particularly acute in Europe. The problem of establishing intercultural ties to ensure further economic and social development of cities becomes particularly relevant.

In the context of the tendency to enlarge territorial communities, as well as to implement decentralization and public administration reform, the effective local development issue in cities is extremely urgent for Ukraine. As of September 1, 2019, 29.1% of the country's population lived in newly formed, enlarged territorial communities. Moreover, in the situation of occupation of territories and external aggression, the issue regarding the internally displaced persons is sharply raised in front of Ukrainian cities as well as in Europe in the previous decades. As a result of the active labour migration abroad, territorial communities badly need the labour and intellectual capacity for the country's development. In the socio-economic space of the country, a new factor has emerged for Ukrainian society. It is an intercultural diversity, which is caused by global processes, as well as by the emergence of internal refugees and internally displaced persons. Territorial communities are centres of the socio-economic meeting of different ethnic groups and displaced persons. Local authorities should use its potential to form a single socio-cultural space, to ensure the proper conditions for economic, social and cultural integration of city inhabitants, representatives of ethnic communities, refugees and displaced persons [1]. Urban intercultural development can transform migration from a factor of the social threat to an economic growth factor.

Analysis of the recent research and publications. The problems of interculturalism and intercultural development of cities have been studied by domestic and foreign scientists. The works of I. Sikorskaya [2] deal with issues of studying intercultural education development in Europe, where the main tendencies of European educational intercultural policy are revealed. K. Hovando-Rubicondo and D. Pinelli analyzed and researched the notion of "diversity" and provided sufficient scientific justification for the concept of "intercultural cities". K. Fredetta investigated the influence of diversity factor in governing bodies on the effectiveness of organizations [3]. The main normative documents to implement and to develop recommendations on the intercultural development of cities, as well as to research in this direction are conducted by groups of scientists from the Council of Europe.

Uninvestigated parts of the general issue-defining. Problems caused by the intensification of international migration processes are increasingly growing in European countries. The cities can resolve these issues. The development of ethnic and cultural diversity of European countries poses acute challenges to human rights and community cohesion. However, despite recent researches, the process of how to promote diversity as a resource that can enhance the social and economic benefits of diverse communities and minimize its potential negative impacts on local government is not fully investigated.

Aim of the paper. The aim of the article is to define the impact of educational and economic components on intercultural development in assessing the Intercultural Index of European cities.

Statement of the main material. The approaches to diversity management applied previously, failed. They offered to ignore diversity (the worker's approach), to reject it (ideas of assimilation), or to increase diversity while strengthening barriers between groups with cultural differences.

In 2018, the Intercultural Cities Program (ICC) was developed by the Council of Europe and the European Commission to address urgent issues. The main purpose of this initiative was to study the impact of cultural diversity and migration processes in European cities. The priority is to assist cities in defining strategies and policies in such a way as to take particular account of the diversity factor [4].

Thus, «Intercultural Cities» is a program of capacity expanding and development of urban strategies across Europe and beyond, including the design, implementation and evaluation of diversity and integration strategies. These strategies are intended to mobilize all institutions, politicians, business representatives, and the public into a model of integration called intercultural integration. An intercultural city is a community that values cultural diversity, which embodies the principles of mutual understanding, respect and equality.

Eleven pilot cities were selected to participate in the program. There are the following conditions to participate: the commitment of the city governing bodies, the desire to solve the problem of diversity, the presence of a strong network of public organizations. The following cities are Izhevsk (Russia), Lublin (Poland), Lyon (France), Melitopol (Ukraine), Neuchatel (Switzerland), Neukholn (Germany), Oslo (Norway), Patras (Greece), Reggio Emilia (Italy) Subotica (Serbia), Tilburg (Netherlands). In 2013, more than 60 cities in Europe and beyond have joined the Intercultural Cities program to apply the diversity advantage concept as a key component in urban policy and activity.

Let us consider the distribution of the Intercultural Cities Network (Table).

Table

Countries – members of the Intercultural Cities Network of Council of Europe

№	Country	City
1	Australia	Melton, Maribyrnong, Ballarat
2	Belgium	Mechelen, Turnhout
3	Canada	Montreal
4	Croatia	Rijeka
5	Cyprus	Limassol
6	Denmark	Copenhagen
7	Faroe Islands	Klaksvík
8	France	Lyon, Strasbourg, Paris
9	Germany	Berlin- Neukölln, Erlangen, Dortmund, Duisburg, Hamburg, Munich, Offenburg
10	Greece	Ioannina, Patras
11	Hungary	Pécs
12	Iceland	Reykjavik
13	Ireland	Dublin, Limerick
14	Israel	Haifa
15	Italy	Arezzo, Novellara, Reggio Emilia, Bari, Campi Bisenzio, Capannori, Casalecchio di Reno, Fermo, Forlì, Fucecchio, Genova, Lodi, Messina, Milano, Modena, Olbia, Palermo, Pizzo, Pompei, Pontedera, Ravenna, others
16	Japan	Hamamatsu
17	Luxembourg	Dudelange
18	Malta	Valletta
19	Mexico	Mexico-city
20	Netherlands	Rotterdam, Tilburg
21	New Zealand	Auckland
22	Norway	Bergen, Oslo, Stavanger
23	Poland	Lublin
24	Portugal	Beja, Bergen, Braga, Albufeira, Amadora, Cascais, Coimbra, Lisbon, Loures, Oeiras, Portimao, Santa Maria da Feira, Setubal, Viseu
25	Romania	Bucharest Constanta
26	The Russian Federation	Izhevsk
27	Serbia	Subotica
28	Spain	Bilbao, Cartagena, Donostia, San Sebastian, Logrono, Sabadell, San Sebastian, Tenerife, Barcelona, Castellón de la Plana, Fuenlabrada, Getafe, Getxo, others
29	Sweden	Botkyrka
30	Switzerland	Geneva, Neuchâtel ,
31	Turkey	Bursa-Osmangazi, Kepez
32	Ukraine	Lutsk, Melitopol, Odessa, Pavlohrad, Vinnytsia, Sumy
33	United Kingdom	Bradford, London, Lewisham, Swansea, Leeds, Kirklees, Calderdale
34	USA	Rochester

It is formed by authors according to [5].

Most current participants of the program are concentrated in several European countries (Italy, Spain, Portugal), although there are several members from those countries where the ethnic and cultural diversity is most represented (Germany, France, UK) and very few in other European countries (Turkey, Hungary, Czech Republic, Austria, Belgium). As we can see, the intercultural cities concept has become particularly widespread in those countries that suffer from problems with migrants and need new solutions and modernization of outdated approaches.

The condition of the city joining the intercultural cities network is to analyze the city by the interculturalism index.

The Intercultural Index (ICC Index) is an additional tool that can visually reflect the level of achievement of each city, its progress over time and in comparison with other cities. This tool contains a number of indices that make it easier to identify the current positions of the city with respect to intercultural integration, to clarify the scope of future focus, and to identify which other cities may be sources of best practice in these specific areas of the city which needs to be improved [6]. The Intercultural Index is a tool that defines the approach to policymaking and is a combination of a general set of principles and a specific way of thinking.

In partnership with business, civil society and public service professionals, Intercultural City develops a range of policies and actions to encourage the blending and engagement between cultural, gender, age and other differences and to stimulate all residents' participation in public life and making decisions which influence their day-to-day life.

Data for analysis are collected by questionnaire, which contains 90 questions. The assessment of the intercultural cities index is based on the answers to 73 survey questions (questions 3-86) grouped into 12 indices. Let us consider in more detail what elements of the city's intercultural strategy are taken into account when determining the intercultural cities index:

1. Development of a positive attitude to diversity;
2. Assessment of city functions through the intercultural lens;
3. Mediation and conflict resolution;
4. Language issue;
5. Media Strategy;
6. Development of international policy;
7. Intercultural literacy and competence;
8. Hospitality for newcomers;
9. Leadership and community consciousness;
10. Anti-discrimination;
11. Participation;
12. Interaction [3, 7].

The working group to collect data for the survey is formed of employees from various municipalities, services and external experts. The working group is headed by the mayor or his deputy. The data processing takes 2-3 months and is consolidated in the report of experts from the Council of Europe.

One of the constituents of the Intercultural Index has gained a particular weight in evaluating the city and has been called "Intercultural Lens". Assessment of city functions through Intercultural Lens includes analysis of the following indices:

- 1) Education;
- 2) Public space; intercultural urban planning and provision of the urban space;
- 3) Public services and city administration;
- 4) Business and the labour market;
- 5) Neighbourhood;
- 6) Cultural and social life.

In assessing the position of the city, the differences between cities and the growing number of new cities wishing to join the Intercultural Cities Index should be taken into account. Therefore, it was decided to compare cities not only within the whole sample but also according

to a certain model criterion. In particular, the criteria of such perfect city were highlighted in terms of size (above or below 200.000 residents) and the percentage of residents of foreign nationals (above or below 15 per cent). It is believed that this approach will make the comparison, visual presentation and filtering of results more accurate and useful [8].

Ukraine is an active participant in the national network of intercultural cities, so let us consider the evaluation of the functions performed by cities through the intercultural lens on the example of Lutsk and Vinnytsia cities (Fig. 1).

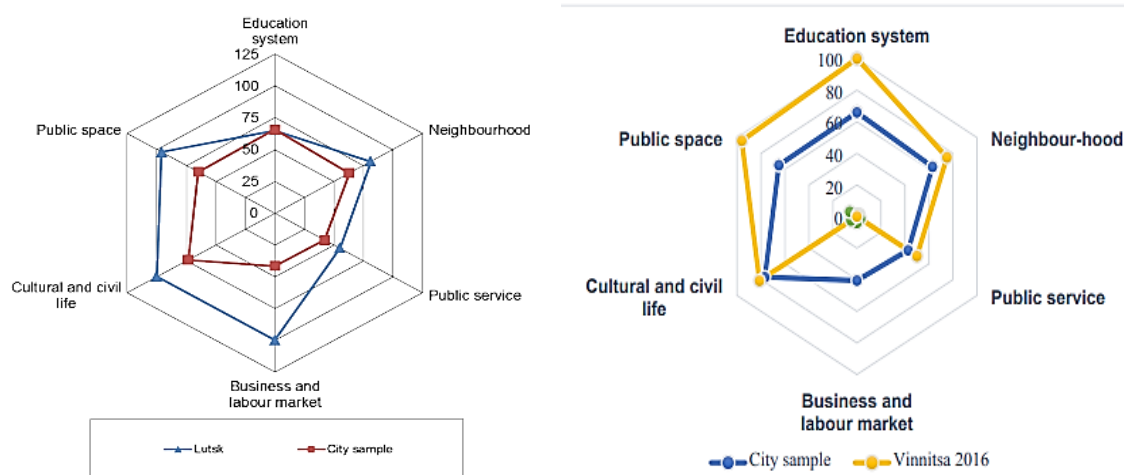


Fig. 1. Evaluation of functions performed by Lutsk and Vinnytsia through Intercultural Lens [8; 9]

We are interested in such criteria as education and the economic environment that includes the labour market. Since the effective interaction of these two components of the intercultural lens is the key to solve those urgent problems that have led to the development of the Intercultural Cities Program: the problem of migration and the adaptation of refugees and displaced persons to the living conditions in the new country. Thus, the education sphere in Lutsk is at the level of the perfect city, and the economic environment level is much higher than it is. As for Vinnytsia, here we can see a radically different situation: the educational level index is much higher than the corresponding level in the perfect city, and the business environment is found at zero level.

Thus, when developing intercultural strategies and in their practical activities, local authorities should focus on and prioritize the development of those projects and activities that will improve the area of activity that does not meet the level of the perfect city. Therefore Lutsk requires activation in the field of educational programs, and Vinnytsia needs additional programs and projects for the development of small and medium-sized businesses.

A key factor that distinguishes the model "Intercultural City" from conventional international education initiatives is that it is not limited to one specific group of people, city department or another specific area [7].

An important component of urban intercultural development is the interconnection of economic component and education. There is an inverse relationship between education and unemployment, the higher the education level of workers, the lower the unemployment rate. Considering education as a component of "Intercultural Lens", it should be emphasized that the key factor of migrants integration into the host society is the education system from pre-school education to adult education. EU authorities pay much attention to cross-cultural education reforms in different national systems. The ultimate goal of such initiatives is to help children, young people and adults acquire the skills and competencies that will make them capable of intercultural dialogue [2].

In the sector of the economy and labour market, one of the municipality tasks is to involve minorities in economic activity. The purpose of the city government is to promote migrant entrepreneurs, to motivate young entrepreneurs from the migrant environment. For this purpose, a system of prizes and incubators may be used, business contacts with origin countries of migrants should be promoted.

Conclusions and propositions. Modern cities can get a great economic benefit from the cultural diversity resource, provided that they implement policies and practices that foster intercultural relationships and integration. It can be achieved by activating entrepreneurial initiatives and finding the use of various skills and competencies of diverse work potential. The Council of Europe has analyzed the experience of several cities across the continent which regulate diversity as an asset rather than a threat and provides access to the best European practices to all cities with goodwill and willingness to join the Intercultural City Program.

The education system is the key to the development of active citizenship, has a powerful impact in society and can greatly enhance it. It is possible to reduce the level of bias in the community through the education system that you can reduce, form the base for effective relationships and collaboration, and create a social environment. It will let effectively and economically to develop cities. Educational programs help solve economic risks by integrating refugees and displaced persons into new economic conditions, adapting them to the social and cultural environment of new cities.

At present, Ukraine's European landmarks are being put into practice and six cities have already joined the national intercultural network. More and more communities are realizing the benefits of ethnic and cultural diversity for their socio-economic development and begin to use this potential. The practice of intercultural dialogue and diversity management become popular.

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